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ABSTRACT

Planning Programming Budgeting Systems (PPBS) is a useful management tool for libraries if directed toward service to the library user. The statement of objectives constitutes a foundation for application of PPBS, and guidelines for how to state objectives and goals, and how to handle them are given. A list of sixteen types of questions that should be considered in defining overall objectives for libraries is appended. (AB)

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Defining Library Objectives

by

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Paper presented at an Institute on Program Planning and Budgeting Systems for Libraries at Wayne State University, Detroit, Michigan, Department of Library Science, Spring 1968

Introduction

by
Genevieve Casey
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The following paper was presented at an institute on Program Planning and Budgeting Systems for Libraries, held at Wayne State University under the Higher Education Act, Title IIB, in the spring of 1968.

The intent of the institute was to introduce administrators and finance officers of large libraries, public, state, and academic to the principles and procedures of PPBS.

Each participant in the institute brought with him the most recent budget document from his own library, and with the help of the institute staff, attempted to convert it into a PPBS presentation.

Defining Library Objectives

by
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I am glad again to be in the home city of the American League champions, the Tigers, and at a time when the Lions are coming into ascendancy as well. Our athletic zoology appears to be in fine shape, and we hope things continue to improve for Detroit in many ways.

More particularly, and with no clear relation to athletics, it is a pleasure to be with this group of distinguished librarians and to enjoy the leadership of Professor Genevieve Casey. It was a very stimulating experience early this year to have the benefit of her contributions as a friendly critic and reviewer in the course of work our firm conducted with the State of Hawaii in the development of initial comprehensive long-range plans for the state library system. Her quick perception of a new situation and sound suggestions out of extensive experience were of important help. We are grateful for her participation, as is Jim Hunt, the head of the Hawaii state library system. As Professor Casey has mentioned, we will be referring to the report on the Hawaii planning study in the course of discussion following this general presentation.

The subject to which you are devoting this week is an important one. You wouldn't be here if you didn't think so. PPBS is a great thing, in its basic fundamentals and in some of the specific techniques that have evolved -- and it is the product of an evolutionary process, as I believe Professor Keller has described to you. It didn't emerge full blown. Seen clearly, it

has important benefits to offer. However, like any systematic planning or management, it is mainly hard work -- as is being demonstrated this week, and will be at othertimes, as you seek to put it into effect. PPBS should be recognized as a rigorous process of thought and analysis. It builds on fundamentals that have been evolved over a long period of time. It is not just a flashy management gimmick, nor is it magic.

Let's not expect too much of PPBS and be misled about what it is and what it will do. (illustrative story) PPBS is not magical and will not work wonders all by itself.

You come together here as executives, as administrators, as managers, as practitioners of management -- not solely as library professionals per se, but as participants in the management process. That's what I regard myself to be -- not as a theoretician so much as one involved in the practice of management. We are talking about a sophisticated and complex management process. It is necessary that we consider process, methods and techniques in order to deal with our subject properly.

However, it is essential in whatever we do that we not lose track of the main output for which all the planning and subsequent effort exists. We are concerned with service to people. More technically, perhaps to fit the occasion: we are concerned with the effort and resources that are applied at the crucial interface of system and user.

It is easy sometimes to lose sight of the essential results we are after. This is partly why we try to state these results in the framework of objectives and goals to which we will refer later. We can sometimes miss the point of what we're after. (illustrative story) We must keep the real point in mind:

we are after results of service to people.

This is an exciting time to be working in the library field. People are interested in libraries. My experience does not extend over too many decades, but it strikes me that libraries are not taken nearly so much for granted as they once were. There is finally coming to be, in increasing measure, that most pronounced recognition of all: money. Money is beginning to come forth, not in the volume and terms that you are seeing the need, but there is tangible recognition.

I am grateful for this and the overdue recognition librarians are beginning to receive. Truly, in all earnestness, I have not encountered more definite examples of professionalism with a common human touch than among those who are dedicated in the library profession.

It is hazardous to reminisce, I realize, but I recall from my own experience some examples of service:

. The practical courtesy when I looked for an old Consumer Reports article with ratings on portable TV sets;

. Or, when I showed up at the library searching for a book by ~~Sone~~ SOREN Kierkegaard in preparing a church school lesson, with no more reference than an idea that was expressed in the book.

Other examples of service to people occur:

. The student seeking to find material for a paper on African history, before these materials began to be much more widely available.

. The government agency that needs an extended bibliography on a new subject on which legislation is under consideration.

. The fourth-grade girl in our town with a fascination for cats, who has exhausted the school library, other school libraries in the town, the public library branch and is now getting started into the regional cooperative system.

. The man in Hawaii impressed to realize that the book he needed to help him in starting an appliance repair shop was available in a couple of days from another island 200 ocean miles away.

This is service, this is results, this is output, this is part of what we're after. These are not necessarily profound examples but they do represent end results of service that a library or library system intends to produce. The declarations of intent to provide this kind of service are set forth formally in statements of objectives. That's what it begins to be all about.

This, of course, brings us to the specific topic for discussion this morning:

"Defining Library Objectives"

Let me suggest we might approach the topic by considering answers to a few basic questions:

1. What is the relation of objectives to PPBS?
2. What do we mean by "objectives" anyway?
3. Where do "goals" come into the picture?
4. How do we go about defining library objectives?
5. What does a valid set of library objectives look like?
6. What do we do with library objectives when we've got them?

Let's start with No. 1.

1. One of the recognized definitions of PPBS refers to it as a "system aimed at helping management make better decisions on the allocation of resources among alternative ways to attain government objectives*". Substitute "library" for "government", the key words are attain objectives. This is typical in all the literature. PPBS is objective-oriented.

(1) Objectives are basic to planning, programming and budgeting in whatever system or process it is organized.

Objectives constitute a foundation for the PPBS system. They are the starting point for the active part of the planning process. They are a source of impulse, the "power pack" for planning and the steps that follow.

This is a mix of metaphors, and it's hard to determine what is most suitable in describing objectives in this process. Review of the literature of PPBS in its most elaborate and technical form, even in some of the "gimmicky" expositions, highlights repeatedly the importance of objectives as the basis for PPBS.

(2) Objectives are a vital part of an ongoing, continuing process.

Objectives are not just something we develop and then drop, just as planning is not a static "blueprint" as it used to be referred to, as something that once put on paper remains the same forever. Whether we call the process PPBS or something less catchy or sophisticated, we need to see objectives in the continuity of the process of planning.

Let us look at the basic steps in the process (recognizing there is more than one way to describe the process and the steps involved) and put them into sequence (at least as I have them in mind as I speak to you):

, Purpose - A statement of purpose is fundamental to objectives. Purpose represents the raison d'etre of our organization or institution, i.e., Why do we have this library, or organization or program?

. Philosophy - Our philosophy needs to be reflected in objectives -- i.e., How do we look on this organization or this library program? What is our basic view of this enterprise, the library or library system in society?

. Needs - Selection among the many needs that confront us should be evident in the objectives -- i.e., What are the needs of society, of the community, or our constituency, of a part of it, that are relevant to our enterprise, the library or system?

Then-Objectives - Objectives represent what we intend to accomplish in order to meet the needs that have been identified and to fulfill our purpose.

(Here we run into a "chicken and egg" proposition in terms of theories about planning: some people say needs come first, some say objectives come first. It can really go either way although we ordinarily recommend an examination and selection of needs first, and then determination of objectives to meet known or related needs. The essential requirement is that each one be related carefully to the other.)

Following objectives then, based on needs and philosophy and purpose, we go on in sequence to:

. Programs and/or services - We must determine what the programs and services are going to be through which we will seek to accomplish our objectives. We decide what we will do in order to reach overall objectives. Then for each one, we need to work out:

- Program(or service) objectives
  and
- Program goals

(here we encounter some other snags of definition that arise from a couple of recurrent questions:

. What is the difference between objectives and goals?

. Should we develop <u>overall</u> goals or limit ourselves to <u>program</u> (or service) goals?

- These questions will be dealt with later on.)

But this gets ahead of the game as we try to examine our topic. Let's look at or second question, hopefully having seen the relation of objectives to PPBS.

2. <u>What Do We Mean by "Objectives" Anyway</u>?

In dealing with this question, I will cite a definition and indicate some characteristics or features of objectives.

(1) <u>Definition of objectives</u>

I will use a brief definition that may give us a common base of understanding and communication:

> "<u>Objectives</u> are specific statements to indicate what an organization or program intends to accomplish, do, or be over an extended period of time."

(2) <u>The real objectives need to be identified and articulated</u>.

It is important to identify, and face, and state after due consideration, the actual objectives to which we intend to direct our efforts. I underscore this because we are not her, talking about superficial token objectives or, as is so often the case, about producing flossy or glib objectives for public statement or brochures or for an annual report that do not actually guide our future actions but are set aside after a public aim is served. The objectives should not be regarded as just "public relations" statements but as critical guides for future actions. We must answer in candor the question: "What are the real operable objectives to be?"

(3) We should be prepared to determine and find objectives at all levels.

When we talk about objectives of a library or a library system, we have to be careful to be clear in mind as to which objectives we are talking about because there are sets and series of objectives. In a large programming complex, there will not be just one set but multiple sets of objectives.

These objectives will each be valid in relation to their own level, for example:

- Organizational objectives for state, city, university, or other jurisdictions at the highest level to which we are responsible in what we are doing; i.e., What are the objectives of that unit or organization withing which our library enterprise is focused?

- Overall objectives of our own sphere of responsibility, our own organization, our library or library system. These are basic to the enterprise for which we share direct responsibility and concern and may parallel organizational objectives; i.e., What are the overall objectives of our entire library system?

- Program objectives (or service objectives) for the specific program (or service) with which we are immediately concerned at the time of the planning effort, i.e. What do we intend to accomplish through this particular program or service?

- Sub-program objectives (or sub-service objectives) breaking it down even more specifically, and

- Objectives for particular activities within a program (or service).

Thus, objectives at each level -- the scope and magnitude of each -- will depend on the component for which the objectives are framed.

(4) Objectives frequently are a formal articulation of points often taken for granted or left unstated.

I don't know of a single more common experience in consulting than to encounter, in response to inquiry, the statement that, "No, we don't

have them written down exactly but everybody knows what our objectives are." This is rarely the case, in fact, on a total basis when one begins to lift the rock and look under the surface, it is often discovered that nearly everybody has some idea of what the objectives are but they may or may not reconcile with one another. Unless there is some formal articulation of objectives, there is the real possibility of conflict, of diffusion of effort, of distortion, going off in all directions.

We need to unearth the points that "everybody knows" (supposedly), put them in words to gain understanding for common action, for focus of effort and for clear application of resources. (Indeed, we are likely to find there will be many points which are commonly shared though they are not stated.) I'm not talking about a verbatim minute of every conceivable detail on which there is agreement concerning our library -- but as to the basics of what we intend to accomplish. These need to be put down, made clear, differences reconciled, and become apparent to all for guidance, either by agreement or by decision.

(5) Objectives need to be specific and distinctive serving as indicators of concrete accomplishment we intend

Each objective should be as specific as we can make it in indicating the point of its content. These can be considerably different. If we are talking about an objective in terms of attitude of what we intend to accomplish with people, we can't be quite as specific about that as we can if we're putting down objectives in terms of numbers of jurisdictions we intend to servie or the geographic scope in which we intend to apply our efforst. We should be as specific as we can.

The set of objectives should be specific and distinctive to the particular situation, program or service. This doesn't mean they can't be changed. Many of the aspects of service will be common among many types of libraries and all levels of libraries. They will be things that are shared, but it is as we state them in particular reference to the particular situation and the program with which we are working that they thereby become different for each -- and let us make sure that where they are shared they are really shared, and that we are not just parroting something which has been in the literature for a long time and seems like a nice thing to say.

At this stage, let us note:

- Objectives will ordinarily be more specific the closer they are to particular situations or activities.
- Objectives may or may not be directly measurable, but:
  - They need to be measurable through goals;
  - We need to think of measures as we frame objectives and provide for measures that will serve as indicators of progress and accomplishment.

This takes us along to our next major question.

3. Where Do Goals Come Into the Picture?

We have been mentioning measurement of progress and accomplishment. This is a fundamental reason for goals.

(1) Definition of goals

Before commenting on this, let me give a brief definition of what I am meaning as I refer to the term "goals".

> "Goals are specific intermediate indications of intended results, accomplishments, or performance to be achieved in a specified period of time, stated in measurable terms."

It should be noted at this point that there is no definite dogma about the use of the terms "objectives" and "goals". If you've been through the management literature, you are aware of this or you are confused by it. Some theorists and practitioners reverse the two (which side should be regarded as the guilty party is a subjective matter); some people do not distinguish between objectives and goals. There is reasonable argument about the distinction between the terms, and about other points of terminology where more than one term or usage is reasonably valid. I do believe we are here using the terms as they are most used.

The important thing with respect to terminology is to provide a distinct set of terms for common, uniform use within your own "system", whatever the scale of the system. Whether it be a local library, a state library system or a network of cooperating libraries; these should be a common set of terms. The terms should be:

- Valid, not artificial or misleading, but authentic in terms of real management usage,
- Defined clearly for all who will use them,
- Integrated with one another so they can be placed in the sequence of planning and are logical and differentiated,
- Used consistently and uniformly and used throughout the organization and the process.

(2) Goals are also needed at many levels, but are most difficult at the overall level.

Goals are essential for programs (regarding a "program" as an organized, systematic undertaking of work) whether major programs,

sub-programs, or activities. They are appropriate at each level.

Goals are often hard to frame for an entire organization, our library or library system. Overall goals are difficult whether we consider overall in the sense of an individual community library or we see it in a very broad scale. We can usually provide some major or basic overall goals but not necessarily cover the whole scope of our overall objectives for the system.

I am inclined to emphasize program goals (or service goals) for specific programs or services as most suitable, and not to place too much emphasis on overall goals. The latter are desirable where they come naturally, but should not be forced to a point of artificiality.

(3) Goals should be carefully considered and related to the particular situation involved.

We've got to be real and we've got to be realistic. There is no point in fooling around with goals that are not real. False goals or fluffy "public relations" goals are a waste of time as well as being misleading inside and outside the organization. So-called "goals" such as "meeting the total library needs of the total population" are good things to say and good things really to aim at, but are almost meaningless as practical goals to guide work and relate to planning, programming and budgeting. Let's get our goals down to something measurable we really intend to accomplish in a specific period of time.

The goals should be meaningful measures of expected accomplishment or activity that will indicate progress toward an objective. It may mean adding X volumes to a special collection in the next year, or it may be reaching X percent additional of former non-readers during

a particular period.

In addition to being real, goals should also be realistic. We don't necessarily have to have quantified goals for every detailed item -- we do need to have some such goals in every substantial undertaking. One can go overboard in assigning a myriad of intricate goals within a given program or sub-program. It is vital to have goals at each level but there need not be a host of goals at each point. It is much more practical to have a few good goals for each program or service rather than attempting to be overly meticulous. This differs greatly, of course, with the scale of activity with which we are dealing. If we are talking about the United States Government, it is quite a different thing than if we are talking about the community-school library in Kahuku on Oahu in Hawaii. We have to take scale into account.

(4) Goals should be used as definitive targets to measure progress toward objectives.

This is the function of goals. We need to identify with the goals the measures that will assess our programs by indicating progress toward objectives we intend to accomplish. These should be specific measures related to the particular program and activity involved, and be quantitative wherever possible.

Our next major question is:

4. How Do We Go About Defining Library Objectives

What do we do, what are the steps we take to determine our objectives?

(1) Regard it as a systematic formal process.

This doesn't mean the process of defining objectives has to be deadly dull. Actually, it can be an exciting and controversial time.

However, it is hard work, and I assure you it is difficult to get people to pay attention to objectives. People usually don't really want to stop and thing about where they are heading or what it is they want to accomplish. They'd much rather talk about specific operating details, or particular requirements of the moment, or immediate desired action. People tend to think in terms of mundane things they are wrestling with right now more than what ought to be achieved in future years.

Oh, they will talk about the budget and why they ought to have more staff, but bringing it down to objectives toward which all this focuses is pretty hard to get people to do. You are the ones here who are going to be working at the task of defining objectives, and trying to achieve the discipline to bring this about. A systematic process will help -- and everybody needs to know that it is hard work.

(2) Achieve widespread involvement.

One of the ways to bring about some interest, and to draw upon the creativity and mutual stimulation of people is to achieve widespread involvement. This can't be done at every point or at every scale of activity. I suspect that in the types of organizations with which we are here concerned that there are many different ways in which involvement can be achieved. It will be important for creation, for clarification, for stimulation of the things we really are after and will want to work toward and apply money to.

The comprehensive library planning study on which Booz, Allen & Hamilton worked for the State of Hawaii was benefitted by a review process that was quite extensive, and there was widespread participation.

Out of it, I trust, came some objectives that are widely shared. This was a statewide system and it had to be done on a quite broad plane, but let me sketch some of the main elements briefly. The involvement consisted of:

- The professional staff leaders of the library system who participated in expressing what they thought the objectives were and ought to be, as well as on other aspects of the study.

- Other educational leaders, since the library system in Hawaii is a part of the State Department of Education and has a very direct and responsible concern with school libraries.

- A formal Planning Committee of a half-dozen key people of the department and library system.

There were, outside the department, two other means of involvement:

- Professional library people of all levels and types, and some other related professional and responsible persons were involved through a Review Committee with representation from throughout the state. From the mainland, Professor Casey and Mr. Emerson Greenaway of Philadelphia (who also exercised professional review as part of the consulting team) took part in this committee.

- Library Advisory Commissions for each county came together as a statewide group to bring to this process a public interest representation.

This is an elaborate process, and with knowledgeable, concerned people. Even with these groups, it was hard to get a focus on objectives because even they wanted often to talk about more immediate, specific things. However, they did work on objectives and made solid, constructive contributions. Certainly, we were verified in our judgment about obtaining the involvement of people who will have continuing concern with the enterprise, whether they are the staff members who have to make the plan work within the money that becomes available or the citizens who are in positions to bring some support.

(3) Go to the sources of objectives.

The sources of objectives, and some of the objectives themselves, may already be prescribed. They may be in legislation, they may be in a charter of a private institution, they may be an administrative determination that has been made in setting up a unit or an organization, or in defining a position of an executive. There may be other formal documentation, in budgets, or in program authorizations. These latter may be documents not necessarily devised by the library head but on subsequent development of which the head should be able to exercise appropriate influence.

Another source of objectives is in terms of: "What are people really going to want or do?" This comes back to perception of the real needs, what people really want as citizens, what the staff considers really to be important, where their effort will best take them -- these are genuine indications.

The various creative sources of objectives need to be brought together, articulated and considered. They should not be ignored -- they should be evoked from the original sources, whether formal and documented or otherwise.

(4) Consider some key questions related to objectives.

It is desirable to consider some key questions that will give guidance about objectives. We have tried to list some that are realistic although none of them, of course, will be precisely applicable to any one individual situation. These are questions that need to be considered; the answers to them do not necessarily become an explicit objective.

Let us go over these and then we can refer back to them later on:

(See Attachment A)

Having considered these key questions that are related to objectives, examined them, discussed them, begun to form ideas about what we ought to say in relatively brief form, the next suggestion is:

(5) Put words down, test them, examine them, review them.

The emphasis here is to draft, discuss and redraft. It is important to get a maximum of understanding -- preferably of agreement also, but most vitally to gain understanding. If there are semantic "hang-ups", try to resolve them or compromise them. If there are issues, real issues of substance, face them -- either work them out or find a basis for recommended decision on how they should be dealt with. I described earlier the process used in Hawaii -- there were at least four drafts considered by the staff and the Planning Committee within the Department of Education before drafts were reviewed by the Review Committee and the Advisory Commission. At each stage, there were revisions and drafts -- so that the set which is in this book and has been adopted by the Board of Education of the state for guidance of the library system and the school libraries in Hawaii has a wide measure of understanding -- though not total agreement -- and virtually total acceptance.

Thus, put down words, review them, discuss them, think them over again and state them in their best form. Whenever possible, as you go through the process, make note of the measures that can be used to identify the progress and accomplishment in achieving the objectives.

This is a particularly good time to put down the likely measures.

(6) Agree, recommend and obtain approval of objectives.

The maximum degree of agreement should be obtained, a recommendation should be determined upon and approval should be sought for the objectives developed. Going back to the recommendation that this be a systematic, formal process, make the recommendation and approval of objectives a formal, official action -- not just a staff paper that gets lost in a file or in a set of minutes. Make it some sort of official action that is a practical guide for the planning, programming and budgeting that is going to govern the resources in total magnitude and the allocation of resources, whatever type they may be -- let the objectives be before you with a maximum of agreement and determination.

5. What Does a Valid Set of Library Objectives Look Like?

We have tried to show to you an example that was the best we thought we could do for a particular situation. The exhibit you have before you is the set of objectives that resulted from the process in Hawaii that I have described. It is a suggested statement to the Department of Education of the State of Hawaii of objectives that they might adopt for library services. Please not that these are overall objectives. There is stated a "basic objective" that is useful in some situations depending on the planning process in that jurisdiction -- and this study was geared consciously into a beginning PPBS process in the State of Hawaii. The basic objective could be regarded as similar to a statement of "purpose".

The statements of overall objectives cover a whole statewide library

system, a totally integrated system of public libraries and a limited jurisdiction over school libraries -- a professional or technical jurisdiction, but not an administrative jurisdiction -- but certainly having to take school libraries into account. What this exhibit is intended to reflect in response to our question as to what a valid set of library objectives ought to look like is something like this:

. The aim was to achieve brief, specific statements -- limited in number

. It was sought to make them as clearly focussed as possible. Sometimes it is necessary to make multiple points--this is not to be preferred, it is better that each point be clear and sharp by itself, but occasionally it is necessary or advantageous to combine some, as a practical matter.

Let us review the exhibit statement of objectives:

(See Attachment B)

From these overall objectives, similar statements of about the same length, brevity, and number ought also to be produced for major programs and major services. The recommendations for Hawaii are visible in the volumes that are available here at the front of the room. These recommendations cover the program structure incorporating three major programs and two major supporting services, and a series of 27 sub-programs and sub-services distributed among those, and for each there are statements of objectives of what is intended to be accomplished in each one.

6. What Do We Do With Library Objectives When We've Got Them?

These objectives are important, they're vital to PPBS -- when we get them put down, and have had everybody involved, and hopefully agreeing -- then what do we do?

(1) Publish objectives, make them known.

The objectives should not be set aside, they should not be buried

in the budget document (though certainly they should figure specifically and prominently there) -- rather, put them out where people will see them and use them. They will help give meaning to the budget document, but the "five foot shelf" that most modern budgets have become is not the most handy place to look for a statement of current guidance.

They should be distributed somehow, in memorandum form or otherwise. Do include them in annual reports and brochures -- not in a trivial public relations way, but as real indications of what our organization intends to do. By all means, let the staff know -- after they have participated they are entitled to know what has been concluded. There is nothing more maddening than to work over a period of months, in a process of gestation and draft and redraft, and then to realize that nobody knows what the outcome was. Be sure people know what has been determined as our own objectives.

(2) Use objectives currently, they're not just window dressing.

When objectives are developed, apply them. As in the instance of these weeks you are spending here in this institute, apply them in planning, programming and budgeting. Apply the objectives not just because you have to, and you do have to in the PPBS process (which is one of the virtues of the PPBS process), but apply them because you have really consciously, earnestly, in your best thought, produced a statement of what you intend to accomplish -- then carry out your planning to accomplish that.

For years, many of us have been pressing and urging and lecturing people to do this, long before the term PPBS was thought of as such.

It is good discipline to insist on people doing what they ought to have been doing all along: really decide what it is you intend to accomplish and then gear your planning, develop your programs, and produce your budgets to do what you intend to accomplish -- not something else, and not just volume statements of "more" specifics about what you're going to buy, etc.

(3) Apply objectives in actual operations.

After you apply objectives in planning, programming and budgeting, they should be applied as well in operations. There are many opportunities and occasions when conscious reference to objectives may be the point that tips an administrative or operating decision in one direction or another. We should make operating decisions not just by a whim of the moment but by conscious reference to what we intend to accomplish and examination of what that means for tomorrow or next week and beyond. Objectives can be applied currently and this will be one of the ways that people are going to get the service that libraries intend to provide. To the extent that the operating application of objectives becomes automatic, that's good -- it will then be ingrained -- but for most instances the reference to objectives will need to be conscious if they are to be effectively applied.

(4) Reexamine objectives in the process of operation and further planning.

Objectives should be reviewed, preferably annually, as a part of the systematic planning, programming, and budgeting process -- this is the regular, convenient time to do it. Look at the objectives again: are

they current? Do they really express what we intend to accomplish? Have events overtaken them? Has the situation changed? Do we have a new set of circumstances?

Reexamine them -- it may mean reaffirming them, or reminding people what they mean, or it may prod us to think there is something we didn't include in this program or this budget when last we did it -- or

(5) Modify objectives if necessary.

The objectives will not be carved in stone and they should not become static. They are the product of the best effort, but they should not be immutable. This means change or modification with a good reason, not for whimsical reasons, e.g., "we just don't like it" -- but we should change when there is good reason. Certainly we need to consider the implications of such changes, whatever they may be, but it is essential to keep our objectives current with authentic needs and the actual situation.

To bring about such modification, we should use the same formal process that was used to establish the objectives in the first place. The routines don't have to be followed quite so fully, but we should still sound around to see what people think about the proposed change and what input they may have to make. The change should be worked through the same basic steps, be formally stated, redrafted, and then should be approved.

The objectives should be changed to make them real and current. This is the way they will be most useful and most valid for the PPBS process.

* * * *

I hope, with this, that I have dealt sufficiently with the six questions put before you. I hope the questions were pointed to your needs. Time does not permit a summary, so I trust your notes and our later discussion will suffice until these remarks are made available to you in the proceedings to be published later.

Thank you for your attentive interest and I look forward to discussion with you.

ATTACHMENT A

September 24, 1968

Institute on
Planning, Programming and Budgeting Systems
for Libraries

TYPES OF QUESTIONS THAT SHOULD BE CONSIDERED IN DEFINING OVERALL OBJECTIVES FOR LIBRARIES

1. What is our purpose and philosophy as a library or library system?

2. What are the expectations of the people with respect to library services?

   . What expectations of the community should this library or system seek to meet?

3. Which of the many needs for library services should this library or system seek to serve?

   . What are the priorities among these needs?

4. What major types of services should this library or system provide in order to meet these needs?

5. What types of services should we seek to provide beyond normal library services?

6. What do we expect to accomplish through the programs and services that are undertaken?

7. To whom should this library or system make its services available?

   . To what groups should services be provided?

   . What are the characteristics of the people we seek to serve?

8. To what groups with special needs should special services be provided?

9. What numbers of persons can be anticipated to need library services in future years?

   . How far should this library or system go in trying to accommodate their needs?

10. What geographic areas should this library or system seek to serve?

11. At what quality level should services be provided?

12. What scope and range of collections should be provided?

13. How does our library or system fit within the total experience of the people we seek to serve?

   . What reading, informational, educational, cultural, and recreational tasks should be left to others, e.g., private libraries, schools, employers, social service organizations, the home, and the individual himself?

14. What relationships should we seek to maintain with other libraries, systems or organizations providing library and related services?

   . How can the work of our library or system best be coordinated with the effort of other groups providing services to those we seek to serve?

   . What relationships should we seek to maintain with other libraries, systems and organizations locally? regionally? nationally?

15. What should be the relation of our library or system to the formal educational system?

- Public institutions?
- Private institutions?

16. What is the ranking of priority among our overall objectives?

ATTACHMENT B

EXHIBIT XIII (1)

State of Hawaii
Department of Education

POSSIBLE STATEMENT OF OBJECTIVES
OF DEPARTMENT OF EDUCATION WITH
RESPECT TO LIBRARY SERVICES

BASIC OBJECTIVE

To provide comprehensive library resources and services to the people of the State of Hawaii, offering good free library service within the reach of every resident of the state, and otherwise further the interests of the state and its people through library services.

SPECIFIC OVERALL OBJECTIVES

(1) Provide the principal resource and depository of information and materials in Hawaii, with access and dissemination for all persons, and extend its reach as fully as possible to make most effective use of available resources.

(2) Establish and administer public library services throughout the state on a generally accessible basis to all residents and visitors.

(3) Further the education and enrichment of the lives of people with both general and specialized interests, including assistance to continuing education and self-development efforts, and thus foster the continued economic, social, and cultural development of Hawaii.

(4) Strengthen formal instruction and facilitate learning through acquisition and equitable distribution of library materials and services, including the provision of instruction and guidance in library concepts and skills in the public schools, and through establishment of library standards in both public and private schools; provide assistance to meet established standards.

(5) Provide appropriate library reference and related research services for the needs of individuals and organizations.

(6) Make available suitable and varied materials for recreational and avocational reading.

(7) Assure maintenance of effective library services for state agencies and personnel (other than the University of Hawaii) through establishment and administration of library standards, technical library assistance, or direct service.

(8) Maintain comprehensive, modern library service of high quality in all materials and services, using accepted professional standards as reasonable criteria of adequacy.

(9) Achieve effective and constructive relations among all libraries, library organizations, resources, and facilities in Hawaii, including the following:

. Close and productive relations between public library services and school library services, including library services of private schools

. Active cooperation and desirable standards among all libraries:

  - Undertaking leadership with all state government libraries

  - Initiating cooperative development of guidelines and technical assistance with private libraries

(10) Assist in furthering cooperative library assistance among interested organizations on a regional (Pacific Basin) and international basis, including serving as a resource center on special subjects of particular interest and capacity for Hawaii.